



# Everett Neighborhood Focus Area Action Plan

## Introduction

Since 1993, the City of Lincoln, through its Urban Development Department, has been concentrating neighborhood revitalization activities in multi-block areas called target areas. This approach—to focus the City's limited community development resources in relatively small areas (12 to 30 blocks)—was utilized in order to achieve demonstrable improvements in the short term by encouraging private investment, increasing confidence in the area, and creating a spillover effect for reinvestment.

Four target areas, parts of the Everett, Near South, South Salt Creek, and Woods Park neighborhoods, were established in 1993. The revitalization process began with the formation of a Target Area Working Committee from each neighborhood. These committees worked with Urban Development staff to identify problems and develop goals and strategies to address these problems. This work was presented in an Action Plan for each area, which was a "blueprint" for revitalization for the next three to five years, and the neighborhood working committees maintained a major role in implementing the Action Plans.

In the fall of 1996, with the realization of the goals contained in the Action Plans, activities in these target areas began to wind down, and the City began the pro-

### Acknowledgements

The Everett Neighborhood Association, the committee for the development of the Focus Area Plan, residents in the Focus Area who provided their input, and the City of Lincoln Focus Area Concept Team [or FACTeam].

**December, 1997**





*Before and after of 1500 S. 11th Street, in the previous Everett Action Plan area.*



*Historic house at 920 D Street, before and after restoration.*



*Below: North doors of Everett Elementary School. Photo courtesy of Lincoln Public Schools.*



cess of selecting new neighborhood revitalization areas. Additional criteria were developed for the selection of new areas—criteria that included deteriorated housing and environmental (litter, junk, etc.) problems, impact on community perceptions because of high calls for service (complaints) to the Lincoln Police Department, the Codes Division of the Building and Safety Department, the Health Department, and the Neighborhood Quality of Life Hotline. These criteria led to a focus upon the residential areas surrounding Lincoln's downtown business core (parts of the Downtown, Everett, Near South, Woods Park, South Salt Creek, and Malone neighborhoods).

These new areas are substantially different from the former target areas in several respects. Housing and neighborhood deterioration is more severe, the residential density is greater, and there is a high degree of investor-ownership, even of single-family housing. The greater needs in this area required a more comprehensive approach to revitalization, and resulted in the creation of the Focus Area Concept.

The Focus Area Concept calls for, again, working with neighborhood committees, and with a committee (called the Focus Area Concept Team or FAcTeam) made up of representatives of various city departments, including Public Works, Building & Safety, Planning, Parks and Recreation, Health, Police, and Urban Development. The FAcTeam also works together to identify problems, concerns, and issues in these areas, and to develop programs and strategies to address these areas, so that city departments necessary for and involved (sometimes unknowingly) in neighborhood revitalization, are included at the beginning of the planning process.

## Everett's History

Located between "G" and "South" Streets, from 9th to 13th Streets, the Everett Neighborhood was named for the Everett School which, in turn, was named for Edward Everett of Massachusetts, Secretary of State under President Millard Fillmore in the 1850's. The Lincoln connection was that Everett introduced Abraham Lincoln when Lincoln delivered the Gettysburg Address.

The Everett neighborhood includes some of the oldest platted land in the City. North of "A" Street, the neighborhood is part of the Original Plat of Lincoln laid out when the capital city was founded in 1867. Everett School stands on one of the blocks set aside in that original plan for a public school. The present building, which replaced an earlier elementary school, was constructed as Lincoln's second junior high school in 1928.

South of "A" Street, Everett includes part of the South Lincoln Addition (west of 11th Street), laid out in 1869, and Dawson's Addition to South Lincoln (east of 11th Street), added in 1870. Those two tracts of land were owned and subdivided by two of Lincoln's founders, William Donovan and Jacob Dawson.

The very early subdivision of this neighborhood contributed to the rich diversity of buildings found throughout the area, including some of Lincoln's oldest houses, dating back to the 1870's. The John L. Miller house at 1029 "E" Street was constructed around 1874 and the Otis Lyons house at 1029 Sumner Street may be a year or two older.

While there is no historic district in the area, the neighborhood features several buildings identified as historic landmarks. At the northern edge of the area, around 11th & "H" Streets, the Bahr



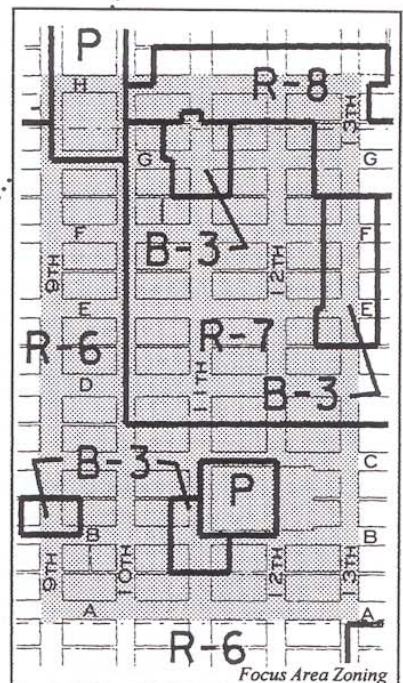
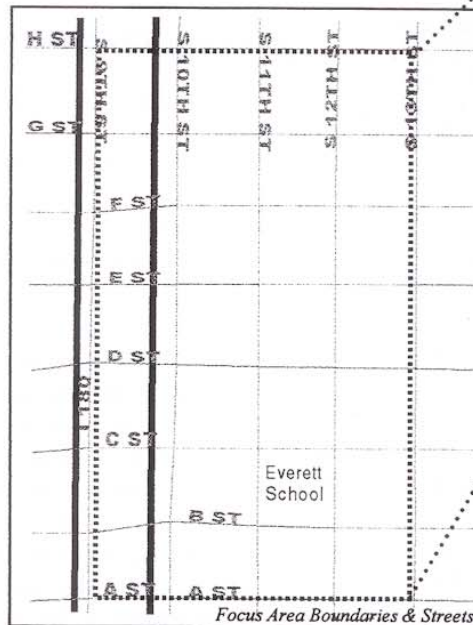
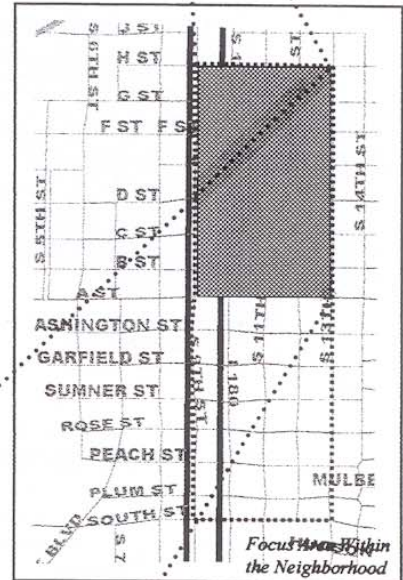
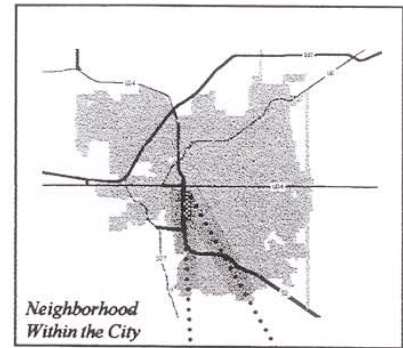
Terrace and the Lyman Terrace are the two finest examples of early row houses in Lincoln, built around 1889. Both are listed on the National Register of Historic Places and are Lincoln Landmarks. The Albert Watkins House at 920 "D" Street, built in 1887, is listed on the National Register as the home of an important Nebraska historian, and as a fine example of the Queen Anne style. The James Calhoun house at 1130 Plum Street, built in 1889-90, was the home of an early newspaper editor and is an example of a pattern-book house, built according to a published design obtained from a catalogue. Many additional historic sites make Everett an interesting place to live and to visit.

## Focus Area Description

Constituting the northern half of the Everett neighborhood, from "A" Street on the south to "H" Street on the north, the Everett Focus Area shares many characteristics with its southern counterpart. One of the major differences is the neighborhood's namesake, Everett School, which is located in this focus area. Another difference is that this focus area contains a larger percentage of rental vs. owner housing units than the southern half of the neighborhood, 90.5% compared to 78%. Also, the focus area includes a larger, more neighborhood-oriented, commercial area along 11th Street, between F and G Streets.

## Zoning & Land Use

The focus area is predominately zoned for high density residential use. The specific residential zoning districts of the area (R-6 on the south, R-7 in the middle, and R-8 nearest the Capitol) are the three highest density residential districts in the city zoning code. Like most zoning districts, these designations were intended to recognize existing uses, such as the early apartment area near the Capitol, and to guide future development. The idea of high density residential use within walking distance of a major activity area such as downtown is still very sound. More questionable is the assumption inherent in these zoning districts, which allow from 60 dwelling units per acre (R-6) to more than 170 units per acre (R-8), that the area should be thoroughly redeveloped. Is the present mix of housing stock, from single family to apartment complexes, more desirable than the eventual creation of an exclusively apartment district? It would result in a far greater density than the capacity of the streets and other public infrastructure to accommodate. Without doubt, density is the single greatest dilemma for the Everett Neighborhood, from its southern boundary at South Street to its northernmost boundary at "H" Street. Everett's great asset, its proximity to Downtown and the University, also produces its greatest challenge of being strained with so many residents who locate here for those very reasons.





Commercial zoning within the focus area is B-3 and is primarily located along two blocks of 11th Street, between "E" and "G" Streets. There are also two other small business zoned areas in this focus area which are located near the County-City Building at the northern edge of the neighborhood and west of Everett School. While supportive of the commercial businesses within its boundaries, the Neighborhood Association would like to enhance the B-3 area along 11th Street with an ornamental lighting district, a special landscape treatment, better defined traffic lanes and safer bike route. This very broad street could accommodate these special enhancements while maintaining the current level of traffic between the University at "R" Street on the north and South Street on the south.

### Condition of Structures by Ownership in Everett Focus Area

Rating	Owner-Occupied		Investor-Owner		Total	
	#	%	#	%	#	%
Excellent	0	0.0	2	0.7	2	0.6
Good	20	29.9	110	38.6	130	36.9
Fair to Good	33	49.3	104	36.5	137	38.9
Fair to Poor	11	16.4	56	19.6	67	19.1
Poor	3	4.4	13	4.6	16	4.5
Dilapidated	0	0.0	0	0.0	0	0.0
Total	67	100.0	285	100.0	352	100.0

Based on 1997 Housing Condition Survey and  
County Assessor Ownership / Address data.

## Conditions of Structures

The table to the left depicts the condition of the 352 total structures located in the Everett focus area. It is important to remember that 90% of the structures contain more than one unit, therefore, the chart does not reflect the conditions of individual units. The conditions were assessed based on an exterior survey of the structural components of each building and the condition conveyed through a point system.

The survey shows that over 37% of the structures in the focus area are in "Excellent" to "Good" condition, while over 62% of the structures are in "Good to Fair" and "Fair to Poor" condition or worse.

## Demographics

The Everett Focus Area has a population of 2,297, living in 1,578 housing units. Consistent with its historic origins, the housing stock is fairly old with one-third (32.6%) of the structures built prior to 1939. The median 'year structure was built' for Everett is 1955 and the median value of the housing in the area is \$37,350.

Typical of neighborhoods surrounding the city's central business district, over two-thirds (1,084) of the housing units are in structures with five to 50 units, compared to slightly more than 11%, 162, in single-family units. Of the 162 single-family units, only 67 are owner occupied. Interestingly, Everett's population in the focus area of persons in the 18-59 age group (1769) represents 77%, while those in the younger and older age groups represent 8.5% (17 and under) and 14.4% (65+ years) respectively. This age distribution indicates that the neighborhood's proximity to downtown attracts a high percentage of students and working persons, while providing sufficient services to meet the needs

### Everett At-A-Glance

	City	Everett Neighborhood	Focus Area
Population .....	191,972	4,168	2,297
% Minority .....	5.2	8.5	10.0*
% Hispanic .....	1.2	3.8	1.4*
Housing Units (HU) .....	75,402	2,491*	1,463
% Owner-Occupied .....	58.4	14.3	9.5
Median Household Income .....	\$28,186	\$16,700*	\$14,400
Median Home Value .....	\$61,600	\$40,600	\$37,350
Median Gross Rent .....	\$379	\$241	\$263
% Units Built Before 1940 .....	20.2	37.0	32.6

Source: 1990 Census and projections of that data.

\* Indicates data for Block Groups, an area larger than the Focus Area.



of the younger and older residents: school, neighborhood commercial uses, public transportation, etc.

Diversity in the Everett focus area has not changed noticeably since 1980. The percentage of minorities to whites in 1990 is shown in the table to the left.

The median household income is \$14,400 and there are 440 persons (non-college) with incomes below the poverty level, representing 21% of the entire focus area population. The median household income in the northern half of the neighbor-



hood is somewhat lower than the median household income (\$16,700) in the southern portion of the neighborhood and may reflect the greater student population in this focus area.

## Focus Area Strengths

- ◆ Everett Elementary School is located within the focus area and represents a strong presence in the neighborhood.
- ◆ Everett holds a significant place in the City's history and the Focus Area contains many fine examples of housing typical of the era in which the City was founded.
- ◆ The neighborhood includes a commercial area along 11th Street which is well established and provides the neighborhood with necessary services.
- ◆ The Focus Area's central location with easy access to Downtown and the University and its affordable housing opportunities, particularly for first-time home buyers, are significant factors in attracting residents. Continued owner occupancy is vital to stability and the neighborhood must actively market and work toward increasing owner occupancy at every opportunity.

## Focus Area Challenges

- ◆ The housing stock is fairly old and two-thirds of the structures are in less than good condition. According to local construction statistics, a unit in "Good to Fair" condition requires an average cost of \$15,000 to rehabilitate. "Fair to Poor" structures cost \$17,500 per case to rehabilitate, and "Poor" structures could require \$25,000 or more to address all of the needs for safe and healthy living conditions.

Considering the median income of \$14,400 in the Everett Focus Area, an investment of these proportions may not be feasible through conventional lending; certainly, it will place a substantial burden on a household's discretionary income, if that household is an owner occupant. And, with 69 of the 83 structures in "Fair to Poor" condition being investor owned, the owners of these structures need to seriously consider addressing the code violations. Effective marketing of the various loan programs available to those investor-owners could encourage them to make the necessary improvements and join their neighbors in working to stabilize the Everett Focus Area.

- ◆ Decrease density by several methods, including deconversion of existing multiples. The neighborhood plans to encourage deconversion with each sale. They also need to explore other means to promote owner-occupancy of dwelling units that are currently leased.



*Well-maintained duplex conversion at 924 S. 11th Street.*



*Commercial area in vicinity of 11th and "G" Streets.*



*Historic Bahr Terrace at 11th & "H" Streets.*



# Everett Focus

Residential Goals	Actions	Lead Agency	Schedule
Rehabilitate the existing housing stock	Provide funding for the major rehabilitation of 10 owner occupied dwellings and 30 rental units	City-UDD	1997-2000
	Provide funding for the minor rehabilitation of 10 owner occupied dwellings and 35 rental units	City-UDD	
Increase the number of owner occupied dwellings	Provide funding for the purchase/rehabilitation of 7 single family rental units by owner occupants	City-UDD	1997-2000
	Develop a marketing/promotional package including video to encourage home buyers to purchase in the area	CDBG / private	1998
	Develop incentive programs for investor owners to sell to owner occupants	City-UDD	1997-1998
	Encourage/promote 8 yr. property tax freeze on newly purchased owner occupied dwellings.	City	
Ensure that the City's Minimum Housing Code is met	Evaluate existing housing stock to determine substandard conditions. Make appropriate referrals.	City-UDD	1997
	Provide housing code inspection services to those property owners whose dwellings do not meet minimum housing code	City Build/Safety	1997-1998

Stabilize Neighborhood	Actions	Lead Agency	Schedule
Work with on-site managers of multiples	Identify and encourage on-site apartment managers to participate in neighborhood activities	ENA	1997-1999

Environmental Goals	Actions	Lead Agency	Schedule
Clear alleys and other public r.o.w. of overgrown vegetation, volunteer trees, etc.	Expand weed ordinance to include volunteer trees	City-Health	1997-1998
Abate solid waste problems, including junk cars, garbage, litter, porch couches, junk tires, etc.	Establish amnesty days for junk cars, other solid waste	City-Health	1997-1998
	Establish summer youth clean-up teams	City-UDD	1997
	Establish ordinance requiring regular garbage removal for all properties	City-Health	1997-1998

Land Use Goals	Actions	Lead Agency	Schedule
Decrease the density of the area	Provide incentives for the deconversion (either complete or reduction in units) of single family dwellings that have been converted to multiples	City-UDD	1997-1998
	Investigate zoning solutions to reduce or freeze density	ENA	1997-1998



# Area Strategies

Recreational Facilities & Green Space Goals	Actions	Lead Agency	Schedule
Encourage tree planting and property enhancing landscaping	Apply for landscaping funding through the Nebraska Statewide Arboretum's Green Space Stewardship Initiative	ENA	1997-2000
	Develop Garden Tour	ENA	1998
	Examine street tree type for better light filtration	City Parks	1998
Support the development of the South Central Community Center at, working to ensure access to facility/programs by neighborhoods in area (i.e., South Salt Creek, Everett, etc.)	Work with Parks and Recreation Department to develop a transportation strategy (i.e., shuttle) for children, youth, and elderly persons in adjacent areas	City-Parks, LPS, ENA	1999-2000
Increase recreational facilities in neighborhood	Work with neighborhood churches to provide outdoor play space (i.e. basketball, etc.) in parking lots	City-Parks Private	1997-1999
Remove dead trees or trim dead limbs from trees on private property	Provide financial assistance to property owners for tree management/maintenance activities	City-UDD	1997-2000

Infrastructure Goals	Actions	Lead Agency	Schedule
Improve deteriorated street surfaces	Stripe 11th St from A to K, for better traffic control; repair broken curb cuts, and wheelchair ramps, and gutters, as needed	City-PW/U	1997-1998
Improve deteriorated sidewalks	Complete sidewalk survey	City-PW/U	1998
	Replace sidewalks, as indicated by PW survey	City-PW/U	1998
Improve storm drainage in focus area and replace old watermains	Monitor effects of storm sewer improvements and identify water mains needing replacement	City-PW/U-bond issue	1999
Improve deteriorated alley surfaces	Complete survey of alleyways and complete repairs	City-PW/U	1997-2000

Crime & Security Goals	Actions	Lead Agency	Schedule
Improve the security of the residents and properties in the focus area	Assess lighting needs for apartment parking areas, alleys, and sidewalks, and make appropriate recommendations / requests for additional street lighting	ENA FACTeam	1997-1998
	Assess effectiveness of ordinance requiring non-intrusive lighting in parking lots	FACTeam	1997-1998
	Explore feasibility of installing pedestrian lighting on private property	City-UDD	1997-1998
	Create Police substation in the neighborhood	City-UDD, LPD	1998

# Everett Focus Area Strategies

Increase owner-occupancy

Abate junk & litter problems

Clear alleys & other public r.o.w. of overgrown vegetation

Rehabilitate existing housing stock and sites, using City Code if necessary

Improve deteriorated infrastructure -- survey, replace & repair as needed

Improve security by assessing lighting needs & ordinances, exploring possibilities of pedestrian lighting

Support the development of the South Central Community Ctr.

9th & 10th Streets make access to/from recreational and school facilities difficult

Decrease density using deconversion incentives, investigating zoning solutions

Remove or trim dead or damaged trees on private property

Increase neighborhood involvement of on-site apartment managers

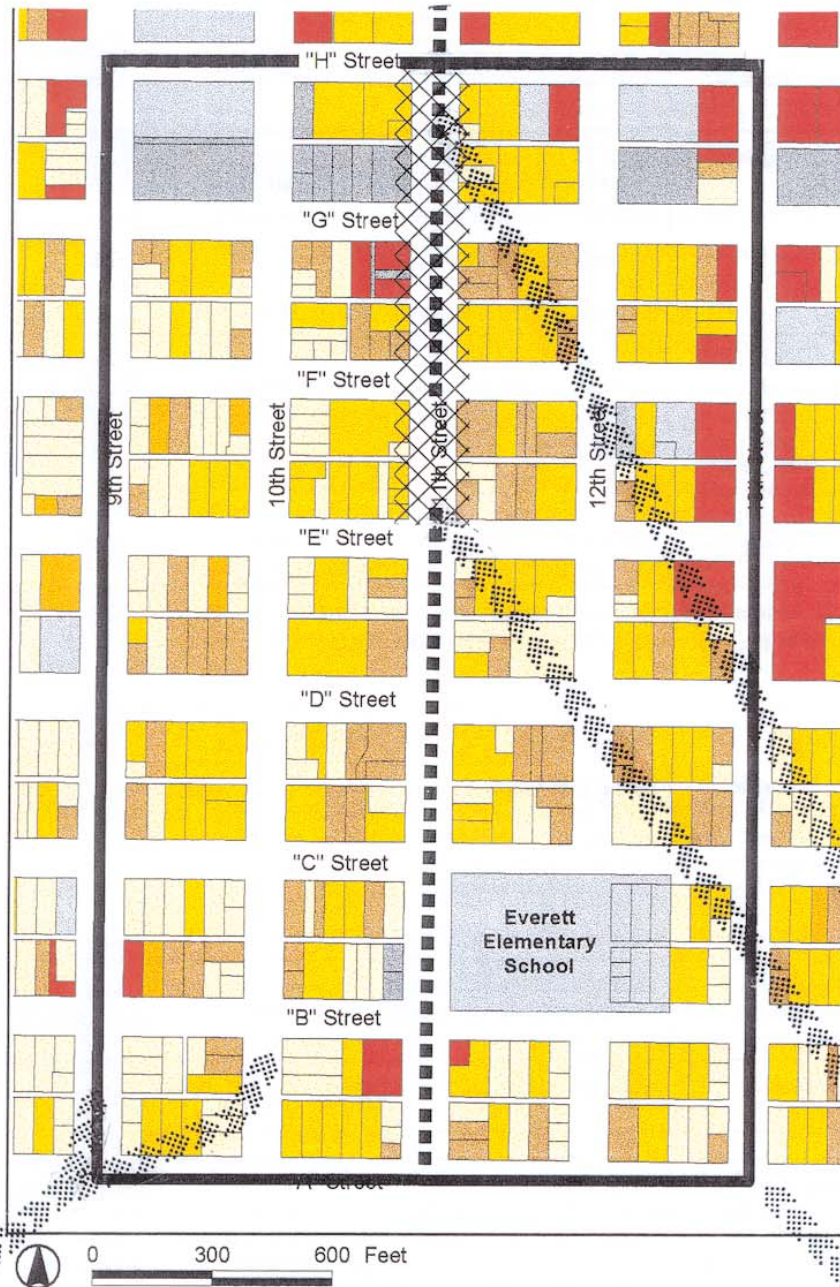
Encourage tree planting & landscaping

Increase recreation opportunities by coordinating with public, semi-public owners to optimize use of all open space

Stripe 11th St. from "A" to "K", making repairs as needed

Investigate beautification of 11th St. commercial area

Create police substation in neighborhood



Focus Area Boundary  
Commercial  
Industrial  
Public and Semi-Public  
No Land Use Information Available

Single Family Residential  
Townhouses  
Multi-Family Residential  
Duplexes  
Houses Converted to Apartments  
Fraternity/Sorority  
Condominium